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Abstract

The Arizcna State Emplcyment Service (ASES) prcvides placement, testing, counseling, and manpower informaticn services tc Arizona's Indian labor fcrce. Special services to Indians include Indian branch offices, special communicaticns systems, an Indian job develcpment program, and manpower resources develcpment assistance. Two manpcwer resources studies prcviding informaticn fcr dealing with problems of Indian unemplcyment and underemplcyment were completed in 1968 on the Navajc reservation and the Fort Apache, San Carlos, and Papago reservations. Future services planned include expanding training prcgrams under the Manpcwer Development and Training Act, continuing Indian manpower resources studies, and spcnscring a Work Incentive Prcgram on 2 reservations. Other Arizcna agencies and their activities providing emplcyment and manpcwer services tc Indians are cited. An appendix presents statistics on Indian placement and ASES services provided. (JH)

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ARIZONA STATE EMPLOYMENT SERVICE

CHARLES A. BOYLE, Administrator

MANPOWER SERVICES TO ARIZONA INDIANS 1968

Sixteenth Annual Report

August 1969

RC003811

Research and Information Series No. OPR-2-69

PREFACE

For almost thirty years, the Arizona State Employment Service has continually provided and expanded its employment and manpower services to Arizona Indians living on and off reservations. Such services are an important and integral part of the operations of this Agency and represent the commitment by the staff of the Arizona State Employment Service to the employment needs of Arizona's Indian people.

This report, compiled by Margie I. Hackett, Manpower Analyst, is the sixteenth in the series of annual reports on the activities and accomplishments of the Employment Service on behalf of the Indians of Arizona. Herein are also included descriptions of the services that other agencies provide to Arizona Indians seeking employment, some of the economic developments on reservations, and programs in operation to enhance the vocational skills of Arizona Indians.

This year's report has been expanded to include summaries of the findings in two separate studies covering four reservations in Arizona. It is hoped that the information from these research projects may be used for further understanding of the problems faced by Arizona Indians and for renewed efforts in helping to solve these problems.

The Arizona State Employment Service is grateful for the valuable assistance provided by the Bureau of Indian Affairs, the Arizona Commission of Indian Affairs, the Indian Development District of Arizona, the Indian Community Action Project at Arizona State University, and the Western Apprenticeship Association, as well as for the help of all those involved in the preparation of this report, and for the cooperation and assistance of the various Indian tribes in 1968.

CHARLES A. BOYLE, Administrator

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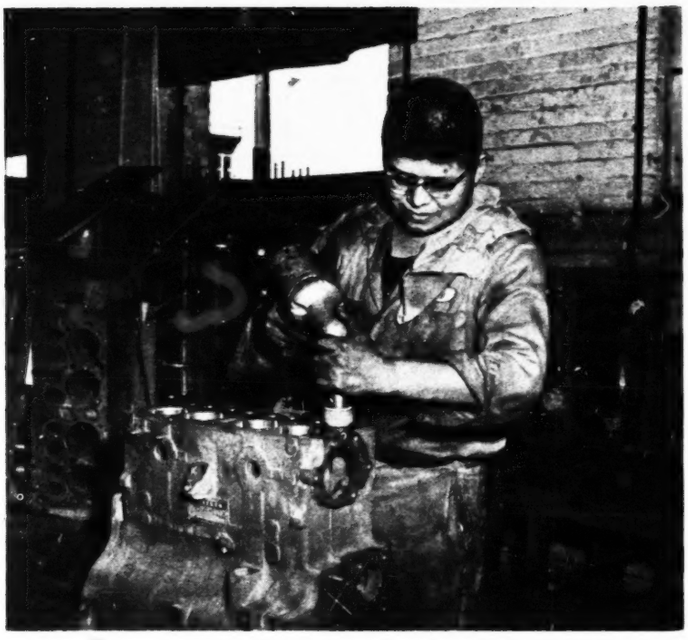
I.

HIGHLIGHTS



Automobile mechanic apprentice

Indians on reservations in Arizona now number approximately 106,000, and Indians living off-reservation bring the State's Indian population to between 115,000 and 120,000. The 19 reservations in Arizona encompass almost 31,000 square miles —28% of the State's total area.

Two studies of Indian manpower resources have been completed, providing detailed information on four reservations in Arizona—the Navajo, Fort Apache, Papago, and San Carlos—and two reservations in New Mexico.

The Arizona State Employment Service placed Indians in 23,323 jobs in 1968, an increase of 2,322 over 1967. Of the total job placements, 9,633 were agricultural and 13,690 were nonagricultural.

Placements of Indians in agricultural jobs in Arizona were 19% higher than the previous year. These involved large-scale recruiting for peak-season harvest work in the State. Also, more than 1,500 Indians were recruited for harvesting operations in neighboring states.

Nonagricultural placements included the placing of Indians in every occupational category and major industrial group, including 1,044 as firefighters and 209 as movie extras. Total nonagricultural placements were up 763 over 1967.

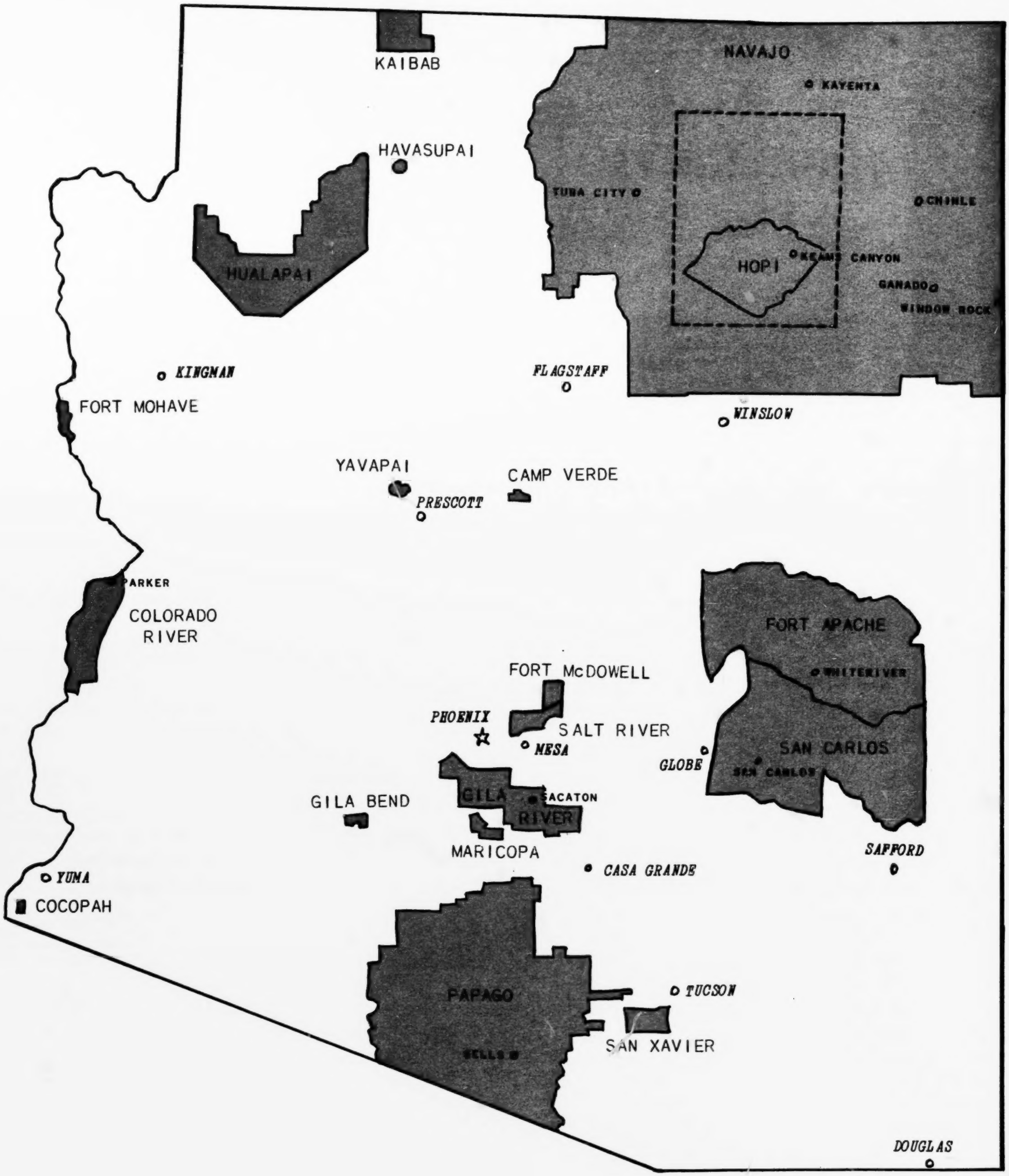
In-depth counseling interviews were provided to 395 Indians, and 1,968 aptitude and proficiency tests were administered by the Employment Service.

The Agency maintained Indian branch offices at Chinle, Ganado, Kayenta, Tuba City, and Window Rock on the Navajo Reservation; one at Keams Canyon on the Hopi Reservation; and one each at Whiteriver on the Fort Apache Reservation, at San Carlos on the San Carlos Reservation, at Sells on the Papago Reservation, and at Sacaton on the Gila River Reservation. All of these branch offices are manned by interviewer-interpreters, who themselves are Indians and members of the reservation tribes which they serve.

To combat unemployment and underemployment for some of the Navajos, the Navajo Concentrated Employment Program (CEP) Center at Steamboat Canyon took in the first enrollees in mid-December 1968. The Program is sponsored by the Office of Navajo Economic Opportunity, with the Arizona State Employment Service as subcontractor.

ARIZONA INDIAN RESERVATIONS

AND PRINCIPAL ARIZONA STATE EMPLOYMENT SERVICE
OFFICES SERVING INDIANS



II.
INDIANS IN ARIZONA TODAY

There are approximately 600,000 Indians in this country today, about two-thirds of whom live on reservations. Although these "first Americans" and their tribes live in most parts of the United States, Arizona contains more Indians and more Indian land than any other state in the nation.

A. Reservations and Population

Arizona's 19 Indian reservations, encompassing some of the world's most magnificent scenery, comprise a land mass of almost 31,000 square miles, make up more than one-third of all land owned by or allotted to Indians in the entire United States, and cover about 28% of the land in Arizona.

Although there were only about 27,000 Indians in Arizona in 1900, recent estimates place the total population of Arizona Indians at between 115,000 and 120,000, representing perhaps 6.5 to 7.5% of Arizona's total population. However, because of the mobility of some of its people, there are no accurate figures available either for on-reservation or off-reservation Indians. Today, on the 19 reservations in Arizona, there live about 106,000 members of 13 separate tribes. A table showing the estimated population on Arizona's reservations follows.

POPULATION AND AREA OF ARIZONA RESERVATIONS

Reservation	Tribe(s)	Estimated Population[1]	Area in Square Miles
Ak-Chin (Maricopa)	Papago	240	34
Camp Verde	Yavapai-Apache	682	1
Cocopah	Cocopah	100	1
Colorado River	Chemehuevi-Mohave	1,699	353
Fort Apache	White Mt. Apache	6,288	2,601
Fort McDowell	Mohave-Apache	327	39
Fort Mohave	Mohave	306[2]	37
Gila Bend	Papago	342	16
Gila River	Pima-Maricopa	7,685	581
Havasupai	Havasupai	364	5
Hopi	Hopi	6,009	3,863
Hualapai	Hualapai	1,023	1,550
Kaibab	Paiute	138	188
Navajo	Navajo	68,160[3]	14,014
Papago	Papago	5,402	4,334
Salt River	Pima-Maricopa	2,300	73
San Carlos	San Carlos Apache	4,695	2,898
San Xavier	Papago	928	111
Yavapai	Yavapai	85	2

[1]Estimates from the Bureau of Indian Affairs, as of March 1969.
[2]Most of the Fort Mohave population lives on the California side of the reservation.
[3]1968 estimate from the Bureau of Indian Affairs.

It is estimated that over 10,000 American Indians live off-reservation in Arizona, primarily in the Phoenix, Tucson, and Flagstaff areas.

B. Economic Development and Employment On Reservations

There has been some increase in economic development on tribal lands in recent years, affording job opportunities to more Indians on or near reservations. Following are mentioned some of the economic developments and types of employment on the reservations.

TRIBAL ENTERPRISES

Tribal enterprises are businesses and industries owned and operated by Indian tribes. The following is a list of such enterprises in Arizona.

ARIZONA TRIBAL ENTERPRISES

Tribal Enterprise	Year Enterprise Started	No. Jobs Held By Indians Jan. 1969
Ak-Chin Indian Community		
Ak-Chin Farms Enterprise	1962	140
Colorado River Indian Tribes		
Blue Water Marine Park	1964	4
White Mountain Apache Tribe		
Fort Apache Timber Company	1961	185
White Mountain Recreation Enterprise	1954	12
White Mountain Tribal Herd	1945	15
White Mountain Apache Enterprise	1968	53*
Gila River Tribe (Gila River Indian Community)		
Gila River Farms	1951	90
Havasupai Tribe		
Havasupai Trading Co.	1943	2
Tourist Enterprise	1945	5
Hopi Tribe	not	
Hopi Trailer Court	available	3
Hualapai Tribe		
Hualapai Trading Company	1944	7
Hualapai Tribal Herd	1944	8
Navajo Tribe		
Navajo Forest Products Industry (located in New Mexico adjacent to state border line)	1962	498
Navajo Tribal Utility Authority	1966	140
Window Rock Lodge	1949	17
Navajo Arts and Crafts Guild	1963	25
Papago		
Tribal Herd	1953	3
Salt River Tribe	not	
Sanitary Land Fill	available	5
San Carlos Apache Tribe		
Bylas Trading Enterprise	1952	8
San Carlos Trading Enterprise	1949	46
San Carlos Livestock Enterprise	1965	26
Recreational Development Enterprise	1968	11

Source: Bureau of Indian Affairs.
*Figure for July 1969.

OTHER INDUSTRY AND GOVERNMENT EMPLOYMENT

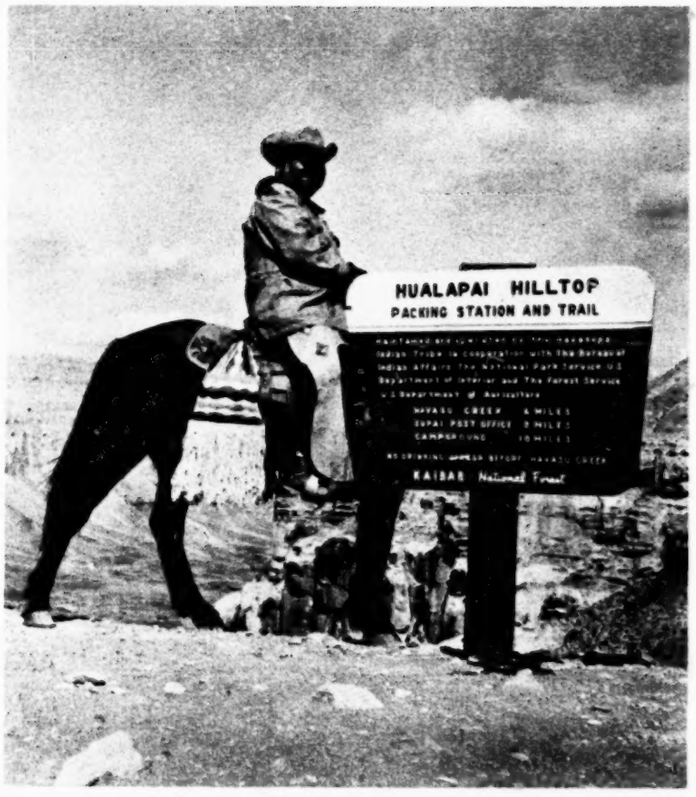
The Bureau of Indian Affairs and other federal and state agencies employ more Indians on tribal lands than do tribal enterprises. The following table shows total employment on reservations in Arizona by type of employer as of March 1969.

RESERVATION EMPLOYMENT

As of March 1969

Reservation	Number on Reservation in Tribal Enterprises	Number on Reservation in B.I.A.	In Other State or Federal Agencies	Other Industries
TOTAL	2,507	2,850*	4,453	3,774
Camp Verde	0	0	0	0
Cocopah	0	0	0	0
Colorado River	35	80	33	50
Fort Apache	300	100	54	50
Fort McDowell	6	0	0	12
Gila River	275+	55	50	50
Havasupai	8	5	2	0
Hopi	23	126	70	110
Hualapai	10	12	2	1
Kaibab	4	0	0	0
Maricopa-Ak Chin	40	0	5	0
Navajo	1,600	2,333*	4,028	3,431
Papago	40	100	116	25
Salt River	55	10	1	5
San Carlos Apache	111	29	92	40
Yavapai	0	0	0	0

Source: Arizona Commission of Indian Affairs' survey of tribal chairmen.
*Figures include Navajos in Utah, New Mexico, Colorado, and Arizona.



A tribal enterprise serving the tourist industry

INDIAN RESERVATION INDUSTRIAL DEVELOPMENT CORPORATIONS

Thirty-four years ago, federal legislation was enacted (1934 Indian Reorganization Act) establishing the Indians' right of self-government through their tribal councils and reorganizing the Bureau of Indian Affairs as a counselor and provider of technical assistance and as a trustee of Indian land. The legislation also made it possible for tribes to enter directly into business dealings with non-Indians concerning the use of their lands with the Bureau of Indian Affairs acting as "umpire." Supporters of this arrangement, who envisioned Indians signing leases with industrial leaders and predicted industrial complexes stretching over Indian reservations, saw only a few of these visions come to pass during the first 30 years following the legislation. This was due primarily to two factors: the geographic isolation of the reservations and the Indian's unsophisticated business knowledge.

The advantages a business or industry could gain by locating on Indian land, low-cost land leases and real estate tax breaks, did not attract industry to reservations because these advantages were off-set by other factors. The Indians could not compete successfully with more professionally organized development boards promoting non-Indian lands which could offer the type of help that businessmen seeking new plant sites need. Thus few industrial developments sprang up and the jobs which Indians so desperately needed amounted to a trifling number.

A breakthrough came in August of 1965 for those wishing to bring about industrial development on Indian reservations with the passage of the Economic Development Act (EDA), an anti-poverty measure administered by the Department of Commerce and designed to help communities, areas, and regions in the United States which were chronically impoverished by stimulating economic activity. All of the Indian reservations in Arizona could be classified as depressed areas under EDA's definition; thus, funds became available in 1965 to encourage and bring about economic development on reservations.

The Industrial Development Branch of the BIA, which was created ten years ago to encourage and aid tribal endeavor to attract industrial and other business enterprise to reservation localities, was quick to seize on the opportunity that EDA funds would provide Arizona Indians. Because only public or private non-profit agencies in economically depressed areas could apply for EDA monies, it began to encourage Indian development corporations even before EDA was enacted. In July of 1965, with the assistance of the BIA's Industrial Development Branch, the first Indian industrial development corporation in Arizona, the San Carlos Apache-Globe Development Corporation, was formed. Subsequently, seven other Indian development corporations were created: Fort Apache (operating on the Fort Apache Indian Reservation); Pima-Coolidge (Gila River Reservation); San-Tan (Gila River); Lone Butte (which associates Chandler with the Gila River Reservation); and more recently Papago-Tucson (San Xavier), Salt River Pima-Maricopa (Salt River Reservation), and Fort Mohave-Needles (Fort Mohave Reservation).

These corporations are state-chartered, non-profit organizations which have boards of directors composed of Indians and non-Indians. The Indians on a board of directors are residents of the reservation on which the corporation operates. The non-Indian members, experienced in business, live in

areas adjacent to the reservation (e.g., Globe vis-a-vis the San Carlos Reservation). These joint venture corporations are in complete charge of industrial park development and sub-leasing in their respective areas. An Indian development corporation operates by leasing Indian land for a nominal amount (e.g., $100 for a 50-acre site on a renewable 25-year lease on the San Carlos Reservation) from a reservation and then, in turn, subleasing it to industry with a high percentage of income from the lease, approximately 90%, going to the tribe owning the land. The other 10% of the income from the subleases offsets the development corporation's expenses. Through the various titles of the Economic Development Act of 1965 and with the participation of the banking community, 100% financing for industrial site preparation is available. Federal financing obtained by these corporations for reservation industrial park development includes not only construction costs, but fees for legal, engineering, and interim financing needs. Site preparation includes everything from leveling to landscaping. A total of over seven million dollars in all categories of financing has been obtained thus far for these various projects and their business tenants. An additional seven million dollars has been made available to Indian reservations for other types of economic development.

By using the funds made available by EDA, these non-profit development corporations made up of Indians and non-Indians can offer interested industry and businessmen attractive plant sites on Indian lands. Through a combination of funding (e.g., EDA, SBA, and private sources), industrial and commercial prospects locating in the park have access to very attractive business loans for building and equipment needs and, in some instances, working capital. The prospects for accelerating industrial development on Indian reservations now look very encouraging. Each one of the eight corporations has at least one or more industries planning to locate or actually operating in their industrial parks. Arizona Indians will increasingly benefit in a number of ways from the corporations' endeavors: from jobs that are being created on their land which will largely be filled by Indians; in the revenue from the subleasing of tribal property; experience gained in the world of modern business operation; and white and Indian cooperation, which is an excellent bridge in spanning a narrowing chasm between two societies that have lived in virtual isolation from one another.

Some of the specific businesses now located, or soon to be located, on or near reservations in Arizona are:

a garment factory—the largest factory in northern Arizona;

a manufacturer of large metal shipping containers;

a plant for the manufacture of outdoor furniture;

various retail firms;

a pyrotechnic facility;

a prefabricated housing operation;

an electronics manufacturing firm;

a landscaping company;

service stations;

a laundry;

a styrofoam container manufacturer;

tourist and recreation facilities;

mining developments.

Office skills are valuable to industry

C. The Indian's Status in the Arizona Job Market

There are no authoritative figures on employment, unemployment or income of Indians in Arizona. (However, see Section V. of this report for some statistics from surveys on four reservations in the State.) There is little doubt, however, that Indian unemployment is far higher, and the median income lower, than that of any other significant ethnic group in the State. The causes of unemployment and low income level among Arizona's Indians are many and are, in turn, problems in themselves. Below is an enumeration of some of these underlying problems.

ISOLATION

Arizona's Indians are isolated from the mainstream of economic activity in the State by reason of the physical separation of their reservations. The changes in the industrial complex of the State, the expansion of existing industry, and influx of new industry affects the reservation dwellers least and last.

Communication and transportation facilities on the reservations, although improving, do not approach the facilities in the rest of the State. Much of the Indian reservation terrain is beautiful—often spectacular—but the mountains, canyons, and forests do not lend themselves to the building of roads and communications lines. The sparseness of Indian population over large areas of land also contributes to transportation and communication problems on the reservations.

EDUCATION

Nationwide, "ten percent of American Indians over age 14 have had no schooling at all, (and) nearly 60 percent have less than an eighth grade education."[1] Current estimates of the median grade level of education attained by people 25 and over place that of Arizona's Indians at considerably less than that of the State as a whole.

The level of education among the Indians varies widely. Off-setting the relatively few who have more than a high school education are the greater numbers with no formal training whatsoever.

Many Indians, with their level of educational attainment, are ill-prepared to qualify for any but the unskilled or lower-paying semiskilled jobs and often cannot even qualify for most kinds of job training.

LANGUAGE

English is not the primary language of any major reservation tribe in Arizona. Among the Indians who have little or no formal education, the knowledge of English is at best rudimentary.

CULTURAL FACTORS

Tribal cultural patterns are a most important factor acting as a barrier to the employment of Indians. Growing up as a member of a tribe, an Indian learns to speak and think in a particular Indian dialect and acquires culturally prescribed behavior patterns that are not only different, but in many instances diametrically opposed to those behavior patterns that are taught and encouraged in the dominant American culture. These behavior patterns, which include values and attitudes, become deeply ingrained and are very difficult to change. Many of the behavior patterns actually prevent the unacculturated Indian from competing successfully for jobs with the "white man" in the white man's labor market. Some of these behavior patterns are the following:

1. Many Indians tend not to think in terms of abstract goals such as prestige and personal advancement. They tend to think in concrete terms and usually have no interest in accumulating personal assets beyond their everyday needs—food, shelter, and clothing.

2. In his culture, the Indian has no tradition of employment, i.e., one person working for another on a compensated basis. The majority traditionally have lived on a day-to-day basis and possess only rudimentary hunting, pastoral, or agricultural skills. When they were moved onto reservations, for many years they held the status of wards of the U. S. government and were not encouraged to acquire job skills. Living on isolated reservations, the Indian had no alternative but to follow the ways of his ancestors. Indian children who

[1] **The American Indian — Message from the President of the United States,** March 6, 1968, House of Representatives Document No. 272.

learn the attitudes, values, customs, and behavior patterns of their parents are not oriented to the world of work as are the children of the dominant culture.

3. Many Indians do not conceive of time the way the white man does. They have only a vague orientation to time and consequently find it difficult to adjust to the white man's rigid time schedules.

4. Many Indians have no motivation to accumulate money because assets customarily must be shared with relatives.

5. The white man's standards of etiquette and interaction are quite different than those of the Indian; for example, some Indians consider it impolite to look at people—they consequently avoid eye-to-eye contact; white people will volunteer information—the Indian has to be asked specific questions; the Indian rarely gives intense positive or negative responses—his verbal responses often seem superficial. Needless to say, these differences in etiquette, not to mention differences in holidays, religion and family structure, cause many problems and misunderstandings between the Indian and the white man.

These are generalizations of the American Indian, and, of course, there are many individual cases that would vary greatly.

TERRAIN

Reservation Indians have plenty of land and much of it is spectacular. "Navajoland" and "Apacheland" are publicized as tourist attractions, and Indian tribes do derive income from the tourist trade. They derive further income from the timberlands, such as those on parts of the Navajo Reservation and on the Fort Apache and San Carlos reservations. Yet the unfortunate fact remains that much of Indian reservation land is unproductive.

Raising livestock and growing crops on the desert, or in the mountains and canyons, is quite often difficult. Where the soil and precipitation permit, agricultural pursuits are followed, but there is more barren than fertile land on the reservations, and the fertile land is susceptible to drought.

INFORMATION

As mentioned, little is known of the characteristics of the actual and potential Indian labor force. More accurate knowledge in these areas is needed in order to pinpoint the areas of greatest need and to more effectively plan and carry out manpower services to Indians.

Indians need information also. Many Indians, particularly the inhabitants of the more isolated portions of the reservations, are not aware of services and programs that may be available to them.

Indians need vocational orientation. The world of work off the reservation, other than seasonal farm labor, is an unknown factor to most reservation Indians. Orientation in the schools is especially needed to help motivate and direct Indian youth toward preparation for earning an income.

Young women entering a health occupation

OUTREACH

Indians working on Indian Community Action Projects in the State report that it is not sufficient simply to advise tribal leaders by letter of the available manpower services. The Indians in many areas are reluctant to take the initiative in applying for available aid. They may be embarrassed about their ignorance of how to apply, they may lack basic things such as paper and writing implements, or they may not be able to read and

write. These same people will, however, readily respond to the initiative taken by representatives of an agency such as the Employment Service to go to them and assist them in obtaining services designed to help them economically.

Although the Indian's status in the Arizona job market has been a disadvantaged and unfortunate one, there are hopeful signs that it will continue to improve. In 1968, for the first time the President of the United States sent a message to Congress dealing solely with Indians. In it, he stressed that American Indians must be given every opportunity to take their rightful place in American life, and that they must be given the power to determine that rightful place. Now, tribal organizations are taking a more active part in the further development of Indian lands, and more industry is being attracted to reservations.

The education of Indian youth is receiving new attention. The first reservation kindergarten opened in September 1968 at Sacaton. More Indian children are now attending schools, and the quality of this education is improving. Also, throughout the country, the number of Indians attending college has grown. "In 1968, over 4,400 Indians were enrolled in universities and colleges, compared with less than 2,000 a decade ago."[1] Navajo Community College—the first college in America established and controlled by an Indian tribe—opened in January of 1969.

Although unemployment rates on reservations are high now, much higher than the national unemployment rate, they were even higher a few years ago. Manpower programs have been developed and are continuing to be developed, through various agencies, to help train Indians seeking employment. Thus, it would seem that improvements are being made in providing employment and developing the employability of Indians. However, "multiple approaches . . . are called for by the complex, many-faceted, and critical nature of the Indian's economic and social problems."[2]

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[1] **Manpower Report of the President,** January 1969.

[2] Ibid.

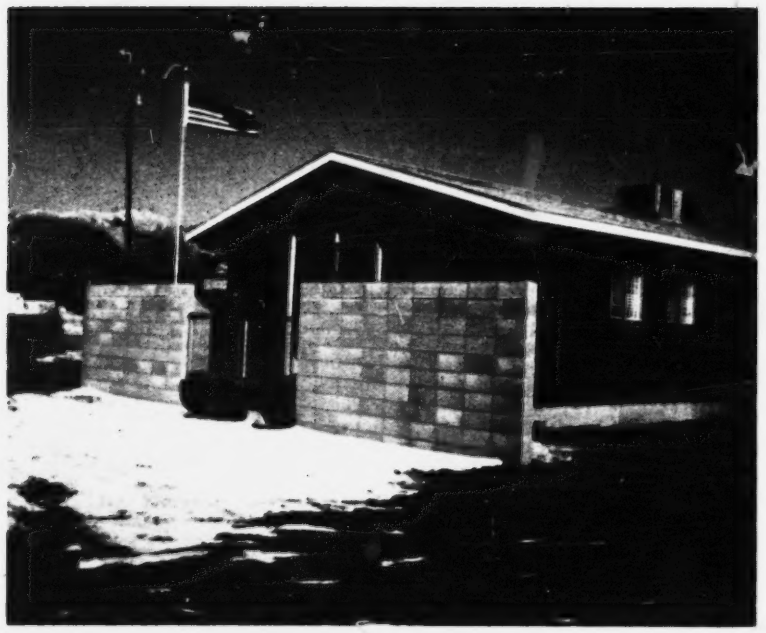
III.
ASES SERVICES TO INDIANS

Since before World War II, the Arizona State Employment Service (ASES) has been providing employment and manpower services to Arizona's Indian labor force. These functions include the standard services of placement, testing, counseling, and manpower information. Over the years, the Arizona State Employment Service has also instituted specialized services and facilities directly aimed at meeting the specific problems faced by Indians in seeking employment and a higher level of income. Included in these services are Indian branch offices of the ASES, special communications systems, an Indian job development program, manpower resources development program, manpower resources development assistance, and the Employment Service's own employment policy.

A. Indian Branch Offices

The Arizona State Employment Service has enjoyed close working relationships and active participation with the Arizona Commission of Indian Affairs, the Bureau of Indian Affairs, and the tribal councils in maximizing the utilization of the human resources of Arizona Indians. The Bureau of Indian Affairs and the Bureau of Employment Security (to which the ASES belongs) drafted and agreed to a Memorandum of Understanding in 1950. In 1955, this agreement was revised by mutual consent. The major purposes of the Memorandum were: (1) to focus attention upon the objectives of voluntary relocation and full placement services for reservation Indians, and (2) to outline the responsibilities of each bureau in meeting these objectives.

As a result of this cooperative agreement, the ASES extended its services and assumed major responsibility for placement of Indians, whether on or off the reservations, and whether for temporary or permanent agricultural or nonagricultural employment. Funds have been provided for



The ASES branch office at Window Rock

the establishment and operation of ten full-time branch offices serving Arizona Indians. Five of these were established in 1952 on the Navajo-Hopi reservations at Tuba City, Kayenta, Oraibi, Chinle, and Ganado. In 1955, a full-time branch office was established at San Carlos to serve the San Carlos Reservation. The office at Oraibi was moved to Keams Canyon in 1961. Window Rock had been served on an itinerant basis since 1963, and in January 1968, it was established as a full-time branch office, as were Sells on the Papago Reservation and Sacaton on the Gila River Reservation. Each of the offices is staffed by at least one trained Indian interviewer-interpreter, and several of the offices have two.

The local offices having branch offices on reservations are the following:

Local Office	Branch Office	Staff
Casa Grande	Sacaton	1
Flagstaff	Kayenta	1
	Tuba City	2
Globe	San Carlos	1
	Whiteriver	2
Tucson	Sells	1
Winslow	Chinle	2
	Ganado	1
	Keams Canyon	1
	Window Rock	2

On April 20, 1966, the Arizona, New Mexico, and Utah employment services, the Navajo Tribal

Council, the Bureau of Indian Affairs, and the United States Public Health Service signed a tri-state "Agreement to Improve Manpower Services to the Navajo Tribe." The purpose of the Agreement is to establish, through the cooperation of the six participating agencies, more efficient procedures for recruiting and placing the Navajo Indians in the three states. The Agreement lists the responsibilities of each agency and the recruitment and clearance procedures to be followed.

The facilities of the Employment Service are available to all Arizona Indians regardless of whether they reside on or off the reservation, and whether they are applicants seeking employment or employers seeking workers. Itinerant service is provided to several reservations which do not have permanent branch offices. The facilities offer services which include job placement, counseling, testing, labor market information, community relations, manpower training, and selective placement services to veterans, handicapped, older workers, youths, and women.

COMMUNICATIONS LINK

To facilitate communications on the Navajo, Hopi, and Fort Apache reservations, a ground radio communications system was installed in 1955. Under this system, transceivers are mounted in Agency-owned vehicles operated on the reservations, with a stationary transmitter and receiver with antenna at Flagstaff and a transceiver at the Winslow office. The vehicle transceivers are portable, allowing for the interviewer-interpreters to be contacted when traveling in their vehicles or when at home after working hours. The vehicles are also equipped with public address systems. The value of this communications system is especially evident during the time of forest fires. Fire-fighting crews can be recruited and dispatched minutes after the call has been received at the Flagstaff or Winslow office.

JOB DEVELOPMENT

Whether living on or off a reservation, the Indian has his own particular employment problems. Work applications are taken on all Indians available for work, but often, due to insufficient educational and employment background, applications require special effort in order to develop job opportunities.

Job opportunities development for Indians on and off reservations is a process which requires a number of steps. Participation with tribal and reservation officials to attract new industries and new jobs is a continual activity in the total program. Through personal employer visits and telephone contacts, efforts are made to obtain job openings for Indian workers and to promote the Indian as a productive manpower resource.

The media of radio, television, and newspapers are utilized to express to employers and to the public the employment needs of Indians and to communicate to the Indian workers the availability of job opportunities. Several radio stations throughout the State broadcast programs in native Indian dialects, and Employment Service jobcasts are made on a regular basis to their Indian audiences. This method has proven to be very effective in Indian worker recruitment programs for both agricultural and nonagricultural employment.

B. Applications

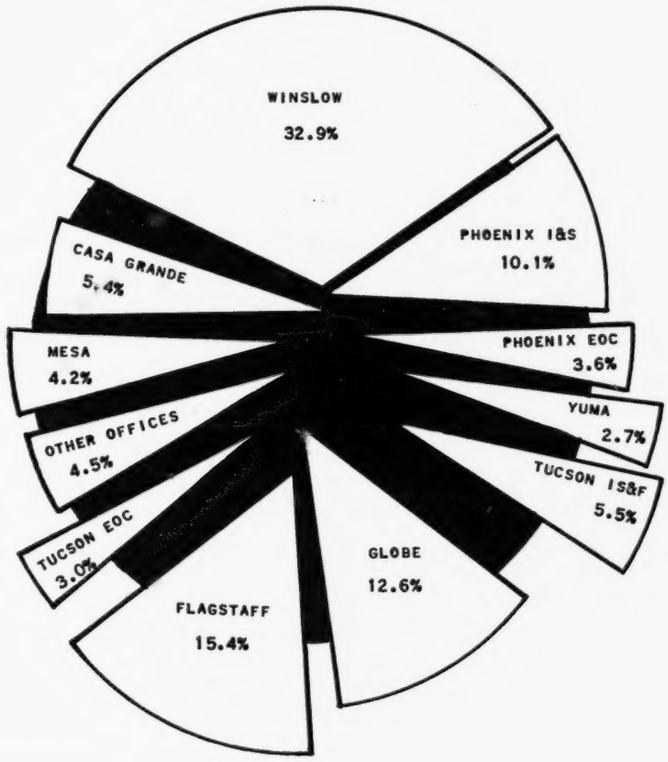
The number of new Indian applications and the Indian applications on active files with Arizona State Employment Service were greater in 1968 than in the previous calendar year.

NEW APPLICATIONS

In 1968, a total of 8,638 Indians registered for the first time with the State Employment Service, an increase of 2,917 over last year. About a third of these new applicants registered at Winslow and its branch offices serving the Hopi and Navajo reservations, while 1,330 went to Flagstaff and its branches on the Navajo Reservation, and 1,088 to Globe and its branches on the Fort Apache and San Carlos reservations. The four Phoenix offices had 1,396 new Indian applicants, the Tucson offices had 758, with 467 at Casa Grande, 367 at Mesa, and 235 at Yuma. There were some new applications at a few other ASES offices, including Glendale, a new local office that opened in 1968.

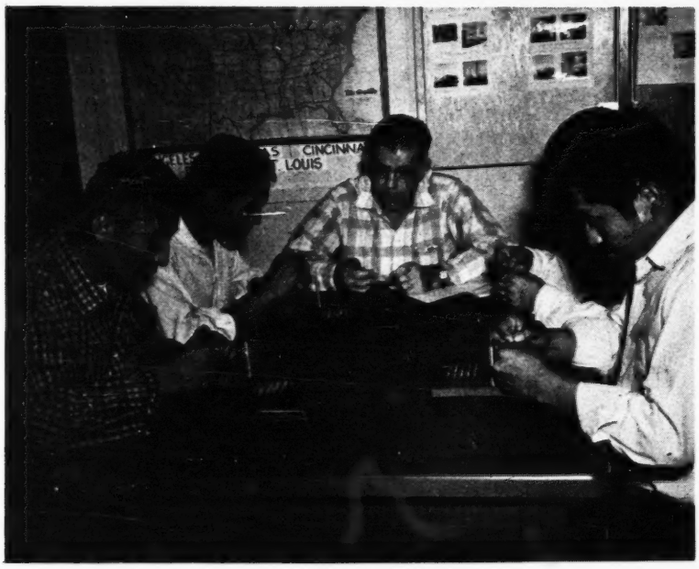
New applicants in all Arizona placement offices averaged 720 a month in 1968, compared to 477 a month last year. Registrations were the highest in June with 1,328, attributable to the many Indian students entering the job market at the beginning of school vacation.

NEW APPLICATIONS



ACTIVE APPLICATIONS

Indian applications on the active files in all ASES local offices averaged 2,351 a month in 1968; this is 557 more than the monthly average in 1967. The active files at Winslow and its branch offices showed a monthly average of 569 Indian applicants, Globe and its branches had 438, Flagstaff and its branches had 425, and the Phoenix Industrial and Service office averaged 323.



A finger dexterity test

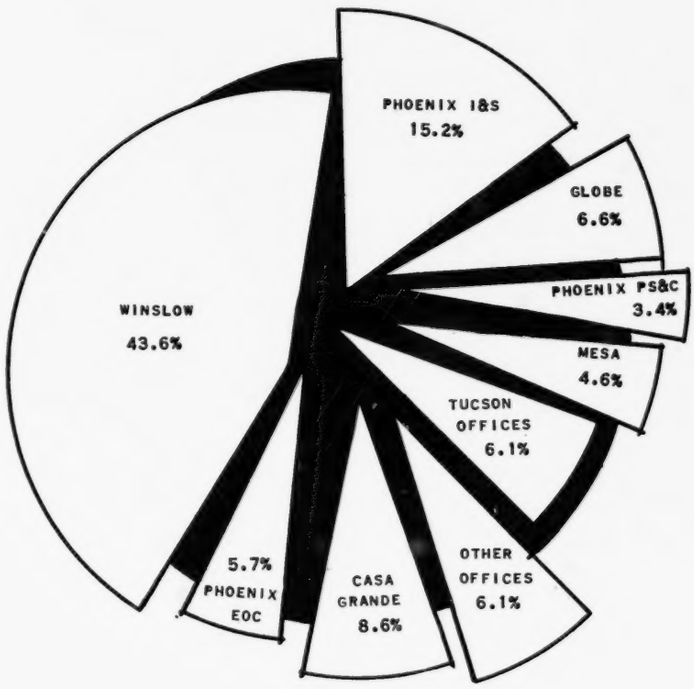
C. Services

There were fewer tests administered and fewer counseling interviews conducted for Indians by ASES offices in 1968. The most significant reason for this is the conclusion of the test release agreements with Indian schools. That is, Indian counselors have been trained to provide some of the counseling and testing services in the schools that were formerly provided by the ASES.

TESTING

The State Employment Service offices administered 1,968 aptitude and proficiency tests to Indians in 1968. This is fewer than last year, mainly for the reason mentioned above. Almost half (859) of the total tests given were at Winslow and its branch offices.

TOTAL TESTS

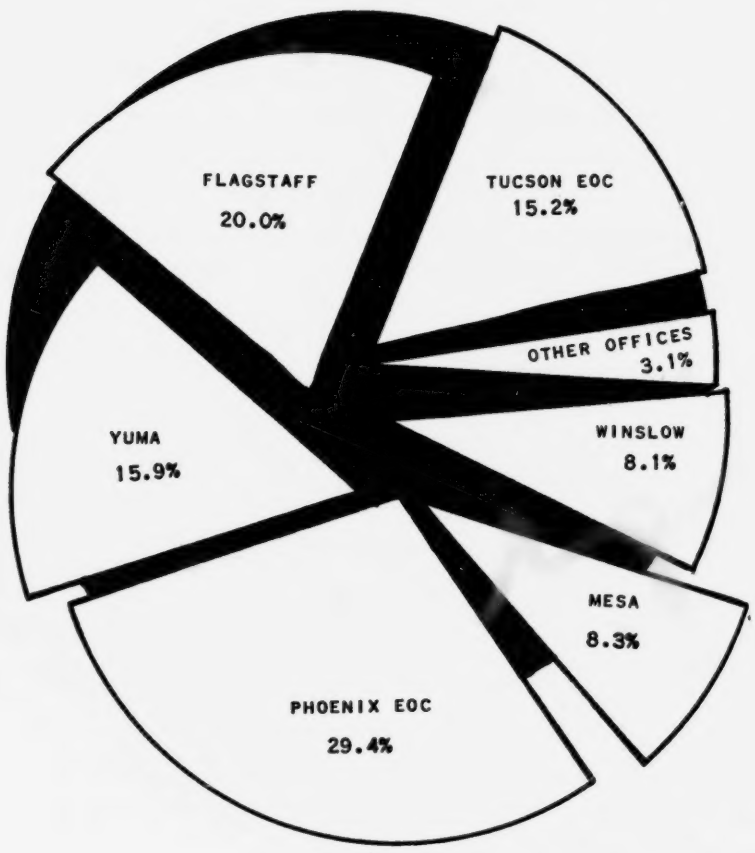


COUNSELING

ASES counselors conducted a total of 395 counseling interviews with Indians during the year, considerably fewer than most other years. However, as stated above, some of these duties have been assumed by newly trained Indian counselors in the schools.

The majority of the interviews were at four offices: Phoenix Employment Opportunity Center (116), Flagstaff and its branch offices (79), Tucson Employment Opportunity Center (60), and Yuma (63).

COUNSELING



D. Placements

The ASES referred 27,622 Indians to different jobs in 1968, resulting in 23,323 placements. Total placements surpassed last year's figure by 2,322.

NONAGRICULTURAL PLACEMENTS

Placements of Indians in nonagricultural jobs totaled 13,690 in 1968. The Phoenix Industrial and Service Office, largely through the efforts of its Indian Placement Unit, accounted for 8,220 of these placements, or 60% of the total. The offices serving the Hopi and Navajo reservations in Northern Arizona placed Indians on 2,504 jobs. Referrals by Tucson offices culminated in 1,202 placements.

Professional, Sales, and Clerical

In 1968, placements in the professional, sales, and clerical occupations totaled 479, up 61 from the previous year. The Flagstaff and Globe offices placed 57% of this year's total.

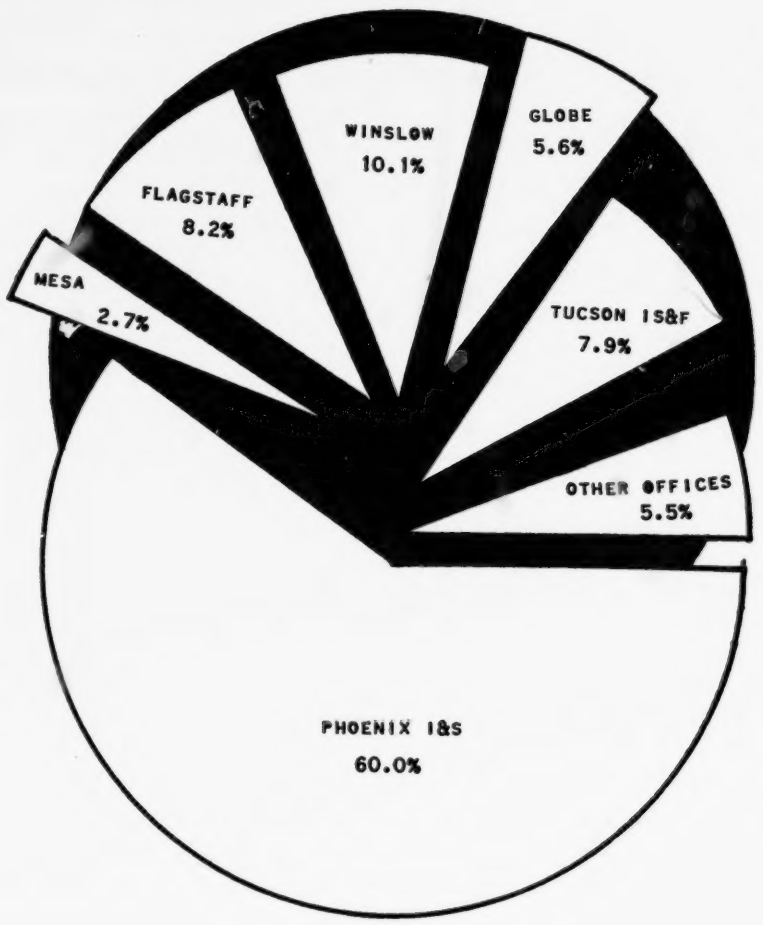
Service

Placements in the service occupations totaled 5,556 in 1968. Nearly two-thirds of the placements in this occupational group, 3,613, were accomplished by the Phoenix Industrial and Service Office. The offices of Flagstaff and Winslow and their branch offices serving the Navajos and Hopis recorded 481 placements in the service occupations, and the Tucson offices placed 941.

Trade and Industrial

Industrial occupational categories are the following: processing occupations (e.g., processing of metals, foods, paper, wood, petroleum, chemicals, etc.); machine trades (e.g., metal machining and

NONAGRICULTURAL PLACEMENTS

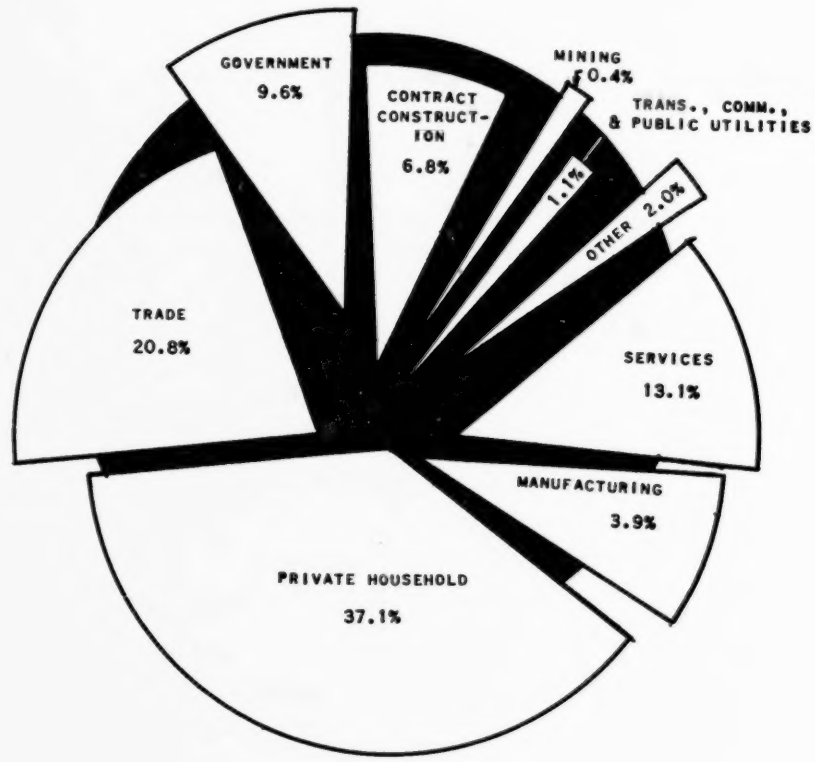


working, paper working, printing, wood machining, textile occupations, etc.); bench work occupations (e.g., fabrication, assembly and repair of scientific apparatus, electrical equipment, plastics, wood products, etc.); structural work occupations (e.g., welding, painting, plastering, excavating, paving, construction occupations, etc.); and miscellaneous occupations (e.g., motor freight, transportation, packaging and materials handling, mineral extraction, logging, utilities, amusement and recreation occupations).

Sixty-eight Indians were placed in processing occupations, 207 in the machine trades and 297 in bench work occupations in 1968. Referral activities resulted in 1,754 placements of Indians in structural work for the year. The Phoenix Industrial and Service Office placed 60% of this total. The placements ranged from skilled to unskilled occupations in all phases of the construction industry.

During the year, 4,222 job openings in miscellaneous occupations were filled by Indians, again the majority from the Phoenix Industrial and Service Office. The principal miscellaneous occupations in which Indians were placed consisted of materials handler, truck driver, service station attendant, loader and unloader, and delivery man.

NONAGRICULTURAL PLACEMENTS
BY INDUSTRIAL CLASSIFICATIONS



There were 209 Indians placed as movie extras in 1968. These are counted under the professional, technical, and managerial occupational categories and under the services industry classification.

Industrial Classifications

Placements by major industrial classification in 1968 are divided as follows: mining, 60; contract construction, 928; manufacturing, 1,220; transportation and utilities, 162; wholesale and retail trade, 2,842; services, 1,796; private household (domestic service performed in private households—i.e., cooks, maids, butlers, gardeners), 5,084; government, 1,319; other (forestry, fisheries, finance, insurance, and real estate), 279.

Fire fighting is an important source of employment for Indians. Fire fighters are counted in the services occupations and in the government (federal) industrial classification. The ASES recorded 1,044 placements in fire fighting with the U. S. Forest Service. There are about 500 "card-carrying" fire fighters on the Navajo and Hopi reservations, and this number is almost equally divided between members of the two tribes. The fire fighter's card is issued by the U. S. Forest Service and signifies that the holder meets the prescribed medical standards and skill requirements of a fire fighter.

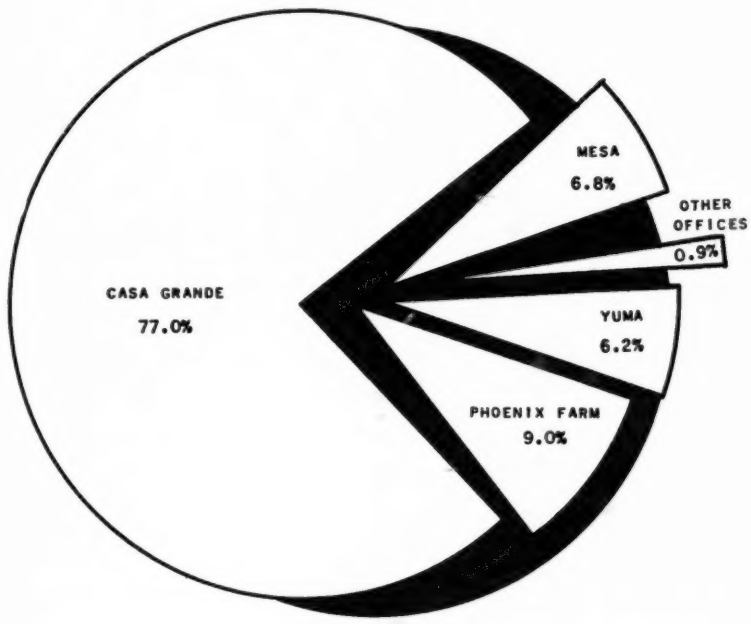
AGRICULTURAL PLACEMENTS

Indians were placed on 9,633 agricultural jobs through the ASES in 1968. Although this is an increase of 1,559 over 1967, agricultural placements of Indians have shown a declining trend over the past few years, from a high in 1962 of 19,250 to a low of 8,074 in 1967 (see Table VI in the Appendix). This declining trend follows the national pattern in agricultural placements. Also, improved worker retention practices have reduced turnover, and the fact that housing for seasonal farm workers has been required to meet more stringent standards may also be a factor causing a decline in agricultural placements. Housing in Arizona must be approved by the ASES before clearance orders are accepted for placements. With better housing, Indians would tend to stay at a particular farm longer.

Extensive recruiting by the Agency interviewer-interpreters on the Hopi, Navajo, and Papago reservations helped fill growers' needs at peak

harvest times in off-reservation areas of the State. Several hundred Navajo Indians were also recruited for harvesting occupations in neighboring states. However, the requests for such workers are declining because of mechanization and improvements in technology.

AGRICULTURAL PLACEMENTS
BY LOCAL OFFICE



Casa Grande placed Indians on 7,418 agricultural jobs in 1968. The greatest numbers were employed between September and December and March through May in lettuce preharvest and harvest operations. Papagos, Maricopas, and Pimas from reservations in this area were placed throughout the year in irrigation work and in general farm work. Most of these Indians own and cultivate small plots of land and so have harvesting and irrigating skills to offer their employers.

Indians were placed on 600 farm jobs by the Yuma local office, mostly for the fall and winter lettuce preharvest and harvest work.

Indians in Maricopa County are recruited from the Gila River, Salt River, and Fort McDowell reservations and from the several hundred off-reservation Indians in the Phoenix area. The Phoenix Farm Office had 871 Indian placements in agricultural employment, and the Mesa Farm Office accounted for 655. These placements were year-round in preharvest operations of most major crops in the county, but especially in lettuce preharvest and harvest activities, and in green onions harvest.

E. Human Resource Development

The development of employability among Indian workers to improve their competitiveness in the job market is an expanding program of service provided by the Arizona State Employment Service, as well as by other agencies. The Manpower Development and Training Act (MDTA), and the training programs it can provide, is the primary vehicle utilized by the Employment Service for job skill development of Indian manpower resources. As needs are identified, programs are developed that teach usable and competitive job skills, as well as provide educational upgrading and other pre-vocational preparation essential for learning and using the job skills.

Besides identifying the training, and developing training programs with the State Department of Vocational Education and the Bureau of Apprenticeship and Training, the ASES also recruits, selects, and refers Indian workers to training, provides supportive counseling services during training, and assists the Indian trainee to secure employment after training.

On-the-job training in electronics

There are two kinds of MDTA projects, institutional and on-the-job (OJT) training. In 1968, the following MDTA projects were sponsored for Indians.

INDIAN MDTA PROJECTS IN 1968

	Training Location	Trainee Openings	Enroll-ments	Discon-tinuances	Com-pletions	Training Period
TOTAL		390	384	78	256	
Institutional						
Electrical Appliance Repairs & Service	Navajo Res.	30	30	14	16	6/67-3/68
Child Care Attendant	Navajo Res.	45	45	14	31	6/67-4/68
Electronics Assembler	Navajo Res.	180	180	25	155	6/67-6/68
Electronics Assembler	Navajo Res.	15	15	6	9	10/68-11/68
OJT						
Heavy Equipment Operator	San Carlos	60	59	14	45	6/67-7/68
Arizona Operating Engineers Apprenticeship	San Carlos	35	33	3	—	7/68-8/69
Structural Steel Worker Apprenticeship	Fort Defiance	25	22	2	—	8/68-7/69

The ASES also worked closely with the Bureau of Apprenticeship and Training, Indian reservation officials, Bureau of Indian Affairs staff, and employers to promote apprenticeship opportunities for qualified Indians both on and off reservations. The Agency continued to advise Indian youths of apprenticeship training available and referred interested youths to the appropriate apprenticeship committees.

Another significant manpower resource development activity is the technical assistance provided to educators in identifying and promoting vocational education programs in public schools that serve Indian reservations and Indian youths. Through employment counseling services, Indians are also encouraged to prepare for employment by taking training in needed job skills through the variety of training sources available to them. In attempting to increase the employability of Indian youth, the Employment Service also referred a number of them to Job Corps training centers and Neighborhood Youth Corps openings.

NAVAJO CEP

A contract between the Office of Navajo Economic Opportunity and the ASES was signed in 1968 for the purpose of establishing a Concentrated Employment Program (CEP) on the Navajo Reservation. In mid-December, the Navajo CEP Center at Steamboat Canyon took in the first enrollees. The center was started by the Steamboat Chapter at an abandoned Bureau of Indian Affairs boarding school near Steamboat Canyon Trading Post. The basic purpose of the Navajo CEP is to reduce unemployment and underemployment among a portion of the residents of this reservation. To accomplish this purpose, three major objectives have been determined as the most appropriate:

1. To coordinate the public and private resources available to the Navajo Reservation population into a program which results in substantial job opportunities for the non-employed residents of the reservation.
2. To identify the factors which currently limit employment opportunities for residents of the Navajo Reservation and to develop a program which seeks to overcome the factors limiting employment.
3. To integrate the functions and services of existing programs to the end that the Navajo population can be better served by these programs, and coordination and linkage between current programs is improved.

These objectives are to be accomplished through an intensive program of pre-job orientation, counseling, training, retraining, job development, labor supply and demand survey, and placement assistance for 250 residents of the Arizona portion of the reservation.

IV.

OTHER AGENCIES SERVING ARIZONA INDIANS

In addition to the Arizona State Employment Service, there are a number of other agencies in the State that provide employment and manpower services to Arizona Indians.

A. Bureau of Indian Affairs

Under the U. S. Department of the Interior, the Bureau of Indian Affairs (BIA) has long provided a variety of services to Indians. Today, more than half of the BIA's 16,000 employees in the United States have Indian ancestry.

EMPLOYMENT ASSISTANCE BRANCH

The Employment Assistance Branch of the BIA is responsible for providing manpower services to Indians. There are two Employment Assistance branch offices in Arizona, one in the Navajo area and one in the Phoenix area, both providing the following manpower services: direct employment (job placement), vocational guidance and counseling, adult vocational training, on-the-job training, and apprenticeship training. Employment Assistance personnel, many of whom are Indians themselves, in the 14 offices throughout the State place Indians in jobs not only in Arizona, but also in other parts of the United States. The offices provide economic assistance for, and pay the traveling expenses of, Indians (and their families) who are placed in jobs outside of Arizona.

In fiscal year 1968, the Navajo Area placed 205 Arizona Indians in jobs outside of Arizona and a total of 214 were placed in Arizona. During the same period, the Phoenix Area office placed 286 Indians in out-of-state jobs and a total of 387 Indains within the State. Under the President's Youth Opportunity Campaign program, 161 Arizona Indian youths were placed in jobs in Arizona and California.

Training skills being put to use

Besides the placement of job-seeking Indians, the Employment Assistance Branch of the BIA is active in Indian human resource development. The foundation of such activities is Public Law 959, enacted in 1956 and designed mainly to help underemployed and unemployed adult Indians living on or near reservations to obtain reasonable and satisfactory employment through vocational training. The services authorized under the law include vocational counseling and guidance, institutional training in recognized vocations and trades, on-the-job training, and apprenticeship training. This training is provided at accredited trade and vocational schools at locations near the reservations as well as ten locations throughout the United States. In Arizona, 49 training programs are offered to Indians at 27 different facilities. A few of the Adult Vocational Training (AVT) programs are: accountant, automobile body repairman, automobile mechanic, barber, bookkeeper, carpenter, dental assistant, draftsman, dressmaker, stenographer, upholsterer, and welder. The majority of Arizona Indians are given institutional training in Phoenix, Oakland, and Los Angeles.

During the 1968 fiscal year, a total of 335 Arizona Indians entered Adult Vocational Training through the Phoenix Area office: 153 received training in Arizona and the remainder were trained in centers located outside the State. Also, 115 Indians were placed in on-the-job training projects in Arizona. The Navajo Area, in the same period, referred 439 Arizona Indians to AVT: 29 Navajos received training in Phoenix and the rest were trained in centers in other states. The Navajo Area placed 175 Arizona Indians in on-the-job training projects in the Arizona portion of the reservation.

Indians who are unable to pay their own expenses are granted financial assistance for: transportation to place of training and subsistence enroute, maintenance during the course of training, and training and related costs. If a trainee has a family, its members travel with him to the training site and are given subsistence pay also.

The BIA, like the ASES, also refers Indian youth to various Job Corps programs.

Indians are training for a variety of occupations

INDUSTRIAL DEVELOPMENT BRANCH

To provide job opportunities for those Indians who do not wish to leave the reservation areas, the Industrial Development Branch of the BIA encourages the location of industries on or near reservations. To accomplish this, it cooperates with private enterprises and civic bodies, as well as with federal, state, and tribal agencies. It has helped to provide many jobs for Arizona Indians through its assistance in creating Indian industrial development corporations, and in fostering other businesses in the reservation areas. (See Section II. B of this report.)

B. Arizona Commission of Indian Affairs

The Arizona Commission of Indian Affairs is a state agency which endeavors to improve manpower services to Indians. It was created in 1953 by the Arizona State Legislature primarily to consider and study conditions among Indians residing within the State. Studies are undertaken by the Commission in order to accumulate, compile, and assemble information which can be used by legislators in their investigations of Indian affairs as well as by other agencies concerned with Indian problems.

The Commission also:

cooperates with all Indian-concerned organizations—local, state-wide, and national;

makes possible the contacts between tribal or off-reservation leaders and those organizations and individuals who are interested in helping solve Indian problems;

surveys tribal chairmen to learn their suggestions, and to explain procedures not clearly understood;

visits tribal council members at their meetings to answer any questions and to explain the functions of the Commission;

surveys areas bordering reservations to determine the prevailing climate of cooperation and communications and to find ways of helping the Indian and non-Indian communities get together;

reports information to help the various reservations have a better understanding of each other's progress and problems.

Since October of 1968, the Commission has been sponsoring a new series of inter-agency meetings for studying ways and means of improving services to Indians, through the cooperative efforts of these agencies. The meetings include tribal representatives and have, thus far, been on the Navajo Reservation only. However, plans for such meetings with other tribes are planned to begin sometime in 1969.

The Arizona Commission of Indian Affairs cooperates closely with the Arizona State Employment Service. Because of the Commission's neutral nature, it coordinates state, federal, county, and tribal efforts in a concentrated attempt to maximize the utilization of the human resources of Arizona Indians.

Putting the finishing touches to a lounge chair

C. Indian Development District of Arizona

Another organization, the only one of its kind in the United States, is the Indian Development District of Arizona (IDDA), which was formed in the fall of 1967 in order to create economic development and jobs on Indian lands for the benefit of our Indian citizens and their non-Indian neighbors. Composed of 17 reservations, 15 in Arizona and 2 in California, it was organized and is jointly sponsored by the tribes to strengthen each in its respective endeavors. A State-chartered nonprofit corporation, IDDA brings united tribal effort and an effective association with non-Indian neighbors for planning economic development effort. It employs its own professional staff utilizing a 75% grant-in-aid provision of the Economic Development Act.

IDDA is composed of five planning and business development program areas, each with its own professional staff, and coordinated by a central office in Phoenix. The five planning areas are:

1. NORTH CENTRAL (offices at Polacca, Hopi, and Fredonia, Kaibab) **Hopi and Kaibab.**

2. NORTHWEST (offices at Yavapai, Prescott, and Peach Springs, Hualapai) **Hualapai, Havasupai, Yavapai, and Camp Verde.**

3. APACHE (offices at Whiteriver, Fort Apache, and San Carlos, San Carlos) **Fort Apache and San Carlos.**

4. SOUTH CENTRAL (offices, Salt River, near Scottsdale; Sacaton, Gila River, and Sells, Papago) **Fort McDowell, Salt River, Ak-Chin, Gila River, and Papago.**

5. COLORADO RIVER (offices, Colorado River, Parker, and Fort Yuma, near Yuma) **Fort Mohave, Colorado River, Fort Yuma, and Cocopah.**

Each field office is oriented toward creating job opportunities, while the main office works at creating profit-making ventures and seeking projects under the federal programs, including social, cultural, industrial, and community development. IDDA sponsors Neighborhood Youth Corps and Operation Mainstream programs, and is working toward on-the-job training programs. It also has a program called "Small Business Development" which provides assistance for individuals in starting a small business.

A good example of Indian and non-Indian cooperation came about in 1968 when Bud Antle, Inc., a large manufacturing and produce firm, joined with IDDA to form "Indians of Arizona, Inc.," a corporation to engage in manufacturing and a variety of enterprises.

In addition to aiding member tribes with reservation economic development endeavors, IDDA can engage in business ventures of its own in order to generate self-supporting revenue so that it may operate without federal monies and funds from its member tribes. It is working toward the goal of being self-sustaining.

D. Indian Community Action Project

Under Title II of the Economic Opportunity Act passed by Congress in 1964, the idea of Community Action Programs was born, an idea based on the conviction that the people directly affected by such programs are best able to determine their needs and the best type of action necessary for achieving these needs. Thus, Indian community residents began analyzing their own needs and formulating plans for meeting these needs. The Indian Community Action Project came into being to help tribes fully participate in the opportunities made available to them.

The Indian Community Action Project (ICAP) was created in 1965 under the College of Education at Arizona State University and funded by the Office of Economic Opportunity (OEO). The purpose of this project is to assist the Indian tribes to develop and manage Community Action Programs on their reservations. ICAP personnel provide services to tribes not only in Arizona but in California, Colorado, and New Mexico.

The ICAP office provides such services to Arizona Indians as technical assistance and training. The technical assistance staff is concerned primarily with helping tribes (at their own request) to write proposals for funding, to coordinate their administrative procedures, to coordinate the CAP projects with other governmental poverty programs, and to secure funds from all possible sources to finance planned programs. The training services provided by ICAP are fundamentally community information training, skills training, and Head Start training. The skills training includes preparing Indian personnel in administrative and office procedures so that they will be able to manage their own CAP projects. Part of the training staff provides in-service instruction for teachers, aides, cooks, bus drivers, and school administrators who participate in the Head Start program on Indian reservations.

ICAP was directly involved in helping Arizona tribes obtain over 11 million dollars in funds for various OEO and related programs. Some of the programs funded have been: Conduct and Administration, Head Start, Alcoholism Control, Health Aid Training, Guidance and Counseling, Adult Education, Day Care, Community Service Center, Legal Aid, Remedial Reading, Small Business Development Centers, and Home Improvement Training.

The prime objectives of ICAP are to bring about major and permanent gains in individual and community self-confidence and initiative, foster Indian community economic development, and create employment opportunities for the poor. ICAP is an important promoter of Indian Human Resource Development. Since its inception, the Indian Community Action Project has fostered interest and cooperation in the program from other state and federal agencies.

E. Western Apprenticeship Association

Started in August of 1967, the Phoenix Chapter of the Western Apprenticeship Association operates exclusively for Indians, under the auspices of the building and construction trades. Federally funded, the Association uses every effort to place Indians in apprenticeship programs. It covers the entire state and works with apprenticeship coordinators on the reservations.

The Western Apprenticeship Association cooperates with the BIA and other agencies in order to deal with all of the aspects of placing Indians in apprenticeship situations. After they have been placed, the Association does any necessary follow-up work.

This Association also conducts promotional work in schools in order to get young Indian men interested in apprenticeship programs and to explain how they operate.

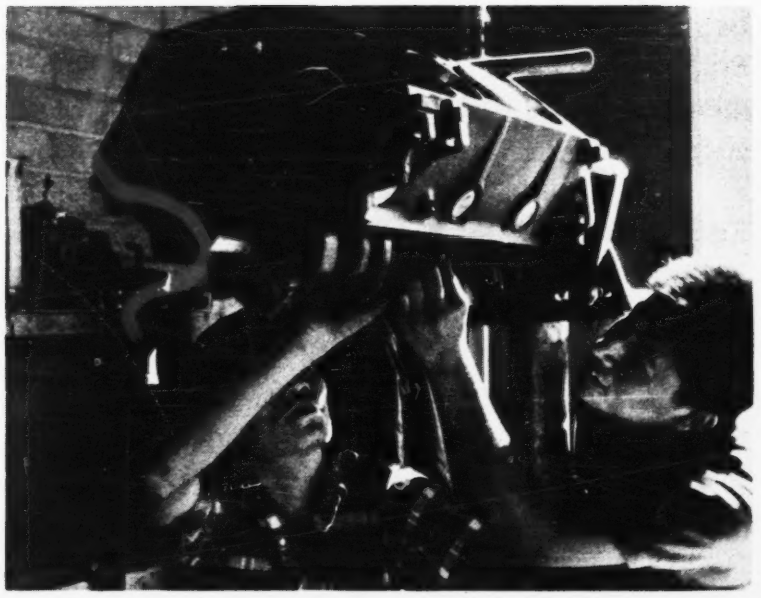
V.
INDIAN MANPOWER RESEARCH

Until recently, there were no authoritative data on the Indian manpower resource problem. Recognizing the need for this type of data, the Arizona State Employment Service planned a series of studies on Indian manpower in Arizona. The objective of this series, known as the Indian Manpower Research Program, is to provide information necessary for dealing with the problems of unemployment and underemployment of Indians. More precisely, the Program is designed to:

1. Identify the Indian population and manpower resource on the reservations in Arizona, quantitatively and qualitatively.
2. Ascertain Indian manpower's economic, social, educational, vocational, employment, training, and health characteristics.
3. Assess their employment-related problems and needs, and their potential for employment.
4. Determine the scope and content of manpower services and programs of action essential to increase employability of Indians and to reduce unemployment.
5. Develop standardized methodologies and techniques for conducting Indian manpower resource studies and measuring labor force participation, employment, and unemployment on the reservations.

In 1968, two of these studies in the Indian Manpower Research Program were completed: the first by the ASES on the Navajo Reservation, and the second by Arizona State University under contract from the ASES on the Fort Apache, San Carlos, and Papago reservations in Arizona, as well as on two reservations in New Mexico. A follow-up study on the Navajo Reservation—an employer demand survey—will be conducted also by the ASES, beginning in late 1969.

Following are summaries of the findings in the first two studies.



Automotive skill training

A. Navajo Manpower Study

In early 1967, the Arizona State Employment Service, in cooperation with the Navajo Tribal Council, the Office of Navajo Economic Opportunity, the Bureau of Indian Affairs, and the U. S. Public Health Service, carried out the first full-scale Indian manpower resource study in the United States. All of these agencies cooperated with the ASES in developing the survey in 1966. The study, to be published by the Bureau of Indian Affairs in the fall of 1969, was designed to identify the characteristics, problems, and potential of the Navajo labor force and to identify the types of assistance programs needed by Navajos to improve their employment and economic conditions. A summary of this Navajo study, a reservation-wide sample survey, follows.

CHARACTERISTICS OF THE NAVAJO MANPOWER RESOURCE

The on-reservation population 14 years of age and older (exclusive of students) is 54.3% female, with more women than men falling into the younger age groups. Because the reservation is a vast territory generally remote from non-reservation population centers, many Navajos, especially the older, have had little contact with the mainstream culture. An indication of this apartness was the level of proficiency in the use of English. The survey revealed that slightly more than half of the men and slightly less than half of the women claimed some spoken and written proficiency with the English language. Some others in these

two groups were able to speak, though not read, English. However, the remainder, 32.2% of the men and 51.0% of the women, claimed no knowledge of English at all.

Education: The median educational level of the Navajo out-of-school population is approximately five grades completed. Approximately 20,300 Navajos have completed five years of schooling or less. The following table shows the grade levels attained, according to the survey.

HIGHEST GRADE LEVEL ATTAINED
Navajo Population 14 Years of Age and Older (Less Students)

Grade Level	Male	Female	Total
5 or less	9,100	11,200	20,300
6 - 7	1,800	1,500	3,300
8	1,400	1,350	2,750
9 - 11	1,850	1,950	3,800
12	1,750	1,800	3,550
13+	450	400	850
Unknown	1,600	3,200	4,800
Total	17,950	21,400	39,350

As the table indicates, 9% of the out-of-school population have completed 12 grades of schooling, while another 2% have some training or education beyond high school. Generally speaking, it is the younger Navajos who have a higher education level, while the men 30 and older and the women 25 and older have completed five years of schooling or less.

Labor Force: Of the total population 14 years of age and older, 32,350, or 82%, were counted within the labor force (exclusive of students). A relatively larger percentage of the men than the women participate in the labor force (87.6% versus 77.6%) although, as the female population is greater, the total number of women in the labor force (16,600) is greater than the number of men (15,750). The peak participation rate for women occurs in the 20-24 year age group; and for the men, in the 25-29 year group. As might be expected, the participation rate declines with age. However, it is significant that the participation rate remains relatively high throughout the higher age brackets. Forty-four percent of the men and 29.4% of the women over 65 years of age reported themselves to be in the labor force, which differs considerably from the experience of the United States as a whole when 1966 participation rates in the same age group were 27.0% and 9.6% respectively.[1] The study also revealed that labor force participation is considerably higher among Navajo women than the national rate.

Employment Status of the Labor Force: At the time of the survey, 37.3% of those defined to be in the labor force were employed in either wage-and-salary or self-employment, leaving 62.7% non-employed. The employment rate was slightly higher for men than women, and, as might be expected, the rate was extremely low among teenagers who were mostly school dropouts. The employment rate for the total labor force rises above 40% only in the 35-39 and 50-54 age groups. The employment rate remains relatively high past the age of 65 (42.2% for men and 35.0% for women). Traditional pursuits are an extremely important source of employment for these older residents.

Characteristics of the Nonemployed: Nearly 20,300 persons, 9,600 men and 10,700 women who were 14 or over and not full-time students, reported themselves without jobs but willing to accept suitable employment. (Because of the deviation from the normal definition of "unemployment," this group was termed the "nonemployed.") The Navajo nonemployed are a relatively young group, with over two-thirds between the ages of 20 and 44, and the largest percentage in the 20-24 year grouping. Of the 20,300 nonemployed Navajos, slightly over 80% have completed eight years of schooling or less, while nearly two-thirds claim five years or less. All of the nonemployed over 30 years old achieved a median five years or less of schooling. In nearly every category, the median education achieved by the employed was higher than that of the nonemployed.

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[1]The definition of labor force utilized in this study is not strictly comparable with the national definition and would lead to a higher participation rate calculation among the Navajo.

B. Manpower Resources On Five Southwestern Reservations

The second in the series of Indian Manpower Resources studies began in late 1967 and was completed in 1968. Results were published in early 1969 under the title: **Indian Manpower Resources in the Southwest: A Pilot Study.**[1] Under contract from the ASES, this project was conducted by the director of the Bureau of Business and Economic Research, College of Business Administration, Arizona State University. The survey covered three reservations in Arizona: the Fort Apache, Papago, and San Carlos, and two reservations in New Mexico: the Acoma and the Laguna. The following are some of the findings from this study.[2] (For more detailed information about each individual reservation, please see the complete study.)

GENERAL CHARACTERISTICS OF INDIAN MANPOWER RESOURCES

Age: The study of the five reservations revealed that the Indian population was generally younger than the total population of the United States.

Education and Labor Force Potential: According to the **1968 Manpower Report of the President,** the median educational level of the general United States population is 12.3 years, while the Indians sampled in this study showed a median considerably less. The average grade level completed was 9-11 years, except for Papagos with a 7-8 year median. Only 13% of working-age Papagos—and even fewer Fort Apache and San Carlos Indians—had completed high school. A very small percentage had attended college.

Facility with the English Language: To most of the Indians surveyed, English is only a second language. Of the families interviewed, 76% of the Fort Apache families, 73% of the Papago families, and 52% of the San Carlos families rely predominantly on an Indian language in the home, while all other families use Indian dialects in varying degrees.

Annual Activities of Working-Age Indians: Although the most important activity of the five tribes is work, not even one-half of the labor force was employed, even on a seasonal basis. Some of the other activities mentioned, besides work, were: "looking for work," "keeping house," "going to school," and "unable to work." Few Indians claimed to be retired, suggesting that the number of potential workers was high.

Assuming that full-time employment is constituted by working ten months or more a year, then only the Acomas and Lagunas had a majority of workers employed full-time. More than 50% of the Papagos and Fort Apache workers were employed six months or less. Thus, much of the income of the Indians on these five reservations comes from seasonal and irregular work. Because of the different types of jobs available on the different reservations, members of some of the tribes had steadier work than members of the other tribes. About 10 to 15% of those Indians who were working were underemployed—that is, they worked less than 35 hours per week.

Three-quarters of the Indians who were working ten months or more a year were married. However, the study revealed that, married or not, many of the Indians had never worked—a considerable number in each of the age groups. The teenagers in four of the tribes had a smaller percentage who had never worked than most of the other age groups—perhaps because they had more education and better use of English than many of the older Indians. The teens in the other tribe—the Lagunas—may not have needed work so soon because there were more job opportunities for older family members on that reservation.

Individuals Not in the Labor Force: Of the five tribes, many Indians 16 and over had withdrawn from the labor force and would not usually be counted among the unemployed. A number of reasons were given for having withdrawn: some individuals believed that no work was available; others could not find work; some lacked the necessary schooling, training, or experience; some were thought to be too old or too young by employers; some could not arrange for child care. The most important reason mentioned by most of these reservation Indians for their inactivity was family responsibility. Also, a relatively large percentage indicated that physical and personal handicaps prevented them from working.

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[1] Benjamin J. Taylor and Dennis J. O'Connor, **Indian Manpower Resources in the Southwest: A Pilot Study,** Arizona State University, 1969.

[2] From the summary in the **Arizona Law Review,** 10: 579-596.

Source and Amount of Reservation Income: Since, as the survey revealed, these Indians were confronted by a lack of employment opportunities, it is obvious that they must have other sources of income in order to survive. Some of the sources mentioned were: gifts from children, relatives, or churches; assistance payments from the Bureau of Indian Affairs and other public or private agencies; social security; unemployment compensation; veterans payments; pensions; sale of property.

Amount of Individual and Family Incomes: The average family income in the U. S. in 1966 was $7,436. For the Indian families, the average ranged from $500-$999 for the Fort Apaches and Papagos to $2,000-$2,999 for the Acomas and Lagunas. The median family income for the San Carlos was in the $1,000-$1,999 range. Thus, in 1967, the median family incomes on these five reservations was far short of the 1966 average income of all families in the United States. Over half of the families on these reservations live in poverty, with annual incomes of less than $3,000. Many more of the Acoma and Laguna families had incomes of $5,000 or over per year than did families of the other tribes.

Obviously, the low incomes of many reservation families lessens the chance for providing a well-balanced diet—which in turn can decrease the ability of the Indians to participate in the labor force.

Employment in the services industry

VI.
ASES PLANS FOR FUTURE SERVICES

The Arizona State Employment Service plans to continue improving and expanding its services to Arizona Indians by:

further contacts with tribal leaders, groups, and individuals to inform them of job and manpower development opportunities available to them;

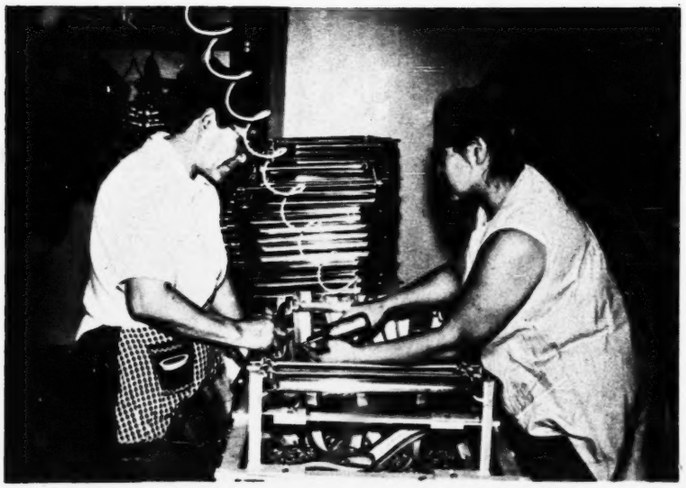
identification of needs for skill training, the availability of potential Indian trainees, and the occupational opportunities in which training can lead to employment;

continued contact with the State's employers to learn of job openings, encouraging the hiring of Indians in on-the-job training positions, and cooperation with other agencies and organizations in Arizona to supply all available data to out-of-state employers who are considering the establishment of operations in Arizona, especially on or near Indian reservations;

job market information for tribal leaders and individuals from the results of our most recent analyses and projections of employment trends.

To improve employability among Indians, the ASES plans to expand training programs under the Manpower Development and Training Act. Also, efforts will be increased to identify other training opportunities for Indians both on and off reservations in Arizona.

In addition to the services referred to above, the ASES will continue its series of studies to provide a body of knowledge about Indian manpower resources in the State, as partially summarized in Section V. of this Report. In late 1969, the Employment Service will conduct another study, an employer demand survey, on the Navajo Reservation. This will be a survey of all employers on the reservation — business enterprises, schools, and government agencies, including federal, state, local, and tribal. The study is designed to obtain occupational information: what types of jobs are involved and which of them are part-time, full-time, or seasonal; the number of male and female employees, and how many of them are Indians. It will also provide information on job openings, that is, how many openings there are at the time the survey is taken, and on demand for workers, that is, how many openings are expected in the future. In addition, employers will be asked what types of job training programs they would recommend for the reservation.



Indian ladies assemble outdoor furniture

In early 1969, the Employment Service will become the sponsor of the Work Incentive Program (WIN) on the San Carlos and Gila River reservations. For a number of years, the State Department of Public Welfare administered this work experience and training program. Now, the ASES will provide the manpower services of counseling, testing, and training, while the Welfare Department will continue to supply the social-supportive services.

The Arizona State Employment Service has contracted with Northern Arizona University to do a cross-cultural research study concerned with the nature of problems that emerge from the movement of minority group persons from rural communities to urban centers. These problems involve the adaptation of individuals to changing environmental conditions. Indians and Mexican-Americans will be included in this research project. Since these groups need additional employment opportunities, and since cross-cultural adjustments may be a significant factor, the study should produce considerable information of use in providing future services.

VII.
APPENDIX

TABLE I

SELECTED STATISTICS ON ASES SERVICES TO ARIZONA INDIANS BY LOCAL OFFICE

1968

Office	New Applications	Monthly Average Active Applications on File	Counseling Interviews	Total Tests Given	Employer Contacts	Nonagricultural		Agricultural	
						Referrals	Placements	Referrals	Placements
STATE TOTAL	8,638	2,351	395	1,968	2,489	16,156	13,690	11,466	9,633
CENTRAL REGION									
Glendale	19	5	0	0	0	74	51	0	0
Mesa	367	111	33	90	18	882	372	737	655
Phoenix Farm	69	11	0	0	174	0	0	722	871
Phoenix I&S	875	323	1	299	401	9,138	8,220	0	0
Phoenix PS&C	141	17	0	66	0	133	24	0	0
Phoenix EOC	311	79	116	113	0	70	55	0	0
NORTHERN REGION									
Flagstaff	1,330	425	79	34	204	1,289	1,126	873	3
Globe	1,088	438	0	129	241	866	765	21	15
Kingman	54	13	0	17	0	110	87	0	4
Prescott	45	10	2	19	0	105	87	0	0
Safford	35	10	0	0	6	1	1	3	3
Winslow	2,842	569	32	859	1,085	1,558	1,378	1,059	2
SOUTHERN REGION									
Bisbee	2	1	1	0	0	2	1	0	0
Casa Grande	467	114	3	170	226	284	149	7,489	7,418
Douglas	0	0	0	0	0	2	2	2	32
Nogales	0	0	0	0	0	0	6	0	0
Tucson IS&F	478	124	5	51	36	1,180	1,076	194	30
Tucson PS&C	25	5	0	24	0	33	21	0	0
Tucson EOC	255	23	60	46	0	161	105	0	0
Yuma	235	73	63	51	98	268	164	366	600

TABLE II

PLACEMENT OF INDIANS BY LOCAL OFFICE AND BY OCCUPATIONAL GROUP

1968

Office	Total	Professional Technical & Managerial	Sales & Clerical	Service	Farming, Fishery, Forestry & Rel.	Processing	Machine Trades	Bench Work	Structural Work	Miscellaneous	Total Nonag.	Agricultural
TOTAL	23,323	229	250	5,556	1,107	68	207	297	1,754	4,222	13,690	9,633
CENTRAL REGION												
Glendale	51	0	1	17	0	0	1	4	16	12	51	0
Mesa	1,027	2	4	202	20	26	3	18	37	60	372	655
Phoenix Farm	871	0	0	0	0	0	0	0	0	0	0	871
Phoenix I&S	8,220	0	3	3,613	0	17	29	25	1,054	3,479	8,220	0
Phoenix PS&C	24	4	20	0	0	0	0	0	0	0	24	0
Phoenix EOC	55	0	23	9	2	1	6	4	3	7	55	0
NORTHERN REGION												
Flagstaff	1,129	135	34	349	143	2	2	5	279	177	1,126	3
Globe	780	62	41	99	130	4	113	50	82	184	765	15
Kingman	91	0	1	23	5	0	16	1	9	32	87	4
Prescott	87	1	2	45	0	5	0	2	19	13	87	0
Safford	4	0	0	1	0	0	0	0	0	0	1	3
Winslow	1,380	12	70	132	777	0	7	140	126	114	1,378	2
SOUTHERN REGION												
Bisbee	1	0	0	1	0	0	0	0	0	0	1	0
Casa Grande	7,567	1	4	52	4	5	2	40	11	30	149	7,418
Douglas	34	0	0	0	0	0	0	0	2	0	2	32
Nogales	6	4	1	1	0	0	0	0	0	0	6	0
Tucson IS&F	1,106	1	3	886	7	8	3	7	83	78	1,076	30
Tucson PS&C	21	4	17	0	0	0	0	0	0	0	21	0
Tucson EOC	105	2	21	55	9	0	1	1	12	4	105	0
Yuma	764	1	5	71	10	0	24	0	21	32	164	600

TABLE III

PLACEMENT OF INDIANS BY LOCAL OFFICE AND BY INDUSTRY

1968

Office	Total	Agricultural	Mining	Contract Construction	Manufacturing	Trans., Comm. & Pub. Util.	Trade	Services	Private Household	Government	Other
TOTAL	23,323	9,633	60	928	1,220	162	2,842	1,796	5,084	1,319	279
CENTRAL REGION											
Glendale	51	0	0	8	9	0	9	13	11	0	1
Mesa	1,027	655	0	18	60	7	37	70	164	6	10
Phoenix Farm	871	871	0	0	0	0	0	0	0	0	0
Phoenix I&S	8,220	0	0	630	585	80	2,310	659	3,681	89	186
Phoenix PS&C	24	0	0	0	4	0	11	3	0	3	3
Phoenix EOC	55	0	0	0	14	6	8	2	0	24	1
NORTHERN REGION											
Flagstaff	1,129	3	0	79	14	34	178	475	154	186	6
Globe	780	15	56	66	224	5	12	263	60	78	1
Kingman	91	4	0	9	19	2	24	23	10	0	0
Prescott	87	0	1	6	9	4	5	12	46	2	2
Safford	4	3	0	0	0	0	0	0	1	0	0
Winslow	1,380	2	1	51	179	10	115	73	83	851	15
SOUTHERN REGION											
Bisbee	1	0	0	0	0	0	0	0	1	0	0
Casa Grande	7,567	7,418	1	6	43	3	27	17	39	12	1
Douglas	34	32	0	2	0	0	0	0	0	0	0
Nogales	6	0	0	0	0	0	0	4	0	2	0
Tucson IS&F	1,106	30	0	36	30	3	70	102	770	16	49
Tucson PS&C	21	0	1	0	2	1	4	6	0	7	0
Tucson EOC	105	0	0	0	2	0	8	15	38	40	2
Yuma	764	600	0	17	26	7	24	59	26	3	2

TABLE IV
INDIAN PLACEMENTS BY MONTH AND BY INDUSTRY
1968

MONTH	TOTAL	Agricultural	Mining	Contract Construction	Manufacturing	Transp., Comm. & Pub. Util.	Trade	Services	Private Household	Government	Other*	Total Nonag.
TOTAL	23,323	9,633	60	928	1,220	162	2,842	1,796	5,084	1,319	279	13,690
January	1,461	588	6	40	58	13	188	136	406	11	15	873
February	1,343	474	8	43	60	5	199	146	382	8	18	869
March	1,386	383	4	74	92	14	177	191	415	10	26	1,003
April	1,441	400	1	79	88	18	209	144	438	34	30	1,041
May	2,286	1,176	1	87	96	10	226	145	469	43	33	1,110
June	2,638	1,121	4	83	117	8	280	151	461	389	24	1,517
July	2,592	1,287	1	66	128	20	248	195	385	239	23	1,305
August	2,303	1,159	6	83	154	17	264	110	476	17	17	1,144
September	2,350	785	8	123	87	17	307	272	467	270	14	1,565
October	2,295	1,063	11	70	119	12	288	94	416	198	24	1,232
November	1,798	724	5	64	123	13	250	127	371	89	32	1,074
December	1,430	473	5	116	98	15	206	85	398	11	23	957

*Includes Forestry, Fisheries, Finance, Insurance, and Real Estate.

TABLE V
AGRICULTURAL PLACEMENTS BY MONTH AND BY LOCAL OFFICE
1968

MONTH	TOTAL	Mesa	Phoenix Farm	Flagstaff	Globe	Kingman	Safford	Winslow	Casa Grande	Douglas	Tucson IS & F	Yuma
TOTAL	9,633	655	871	3	15	4	3	2	7,418	32	30	600
MONTHLY AVERAGE	803	55	73	0	1	0	0	0	618	3	3	50
January	588	26	68	0	0	0	0	0	408	0	0	86
February	474	23	93	0	1	0	0	1	266	0	0	90
March	383	21	105	0	5	0	0	0	177	0	3	72
April	400	38	45	0	2	0	0	0	253	6	3	53
May	1,176	62	47	0	5	0	0	1	1,015	0	2	44
June	1,121	64	35	3	1	0	0	0	983	0	2	33
July	1,287	38	45	0	0	0	0	0	1,195	0	0	9
August	1,159	89	35	0	0	0	0	0	1,025	0	1	9
September	785	65	33	0	0	4	3	0	624	24	3	29
October	1,063	76	76	0	1	0	0	0	840	2	8	60
November	724	86	204	0	0	0	0	0	364	0	7	63
December	473	67	85	0	0	0	0	0	268	0	1	52

TABLE VI

INDIAN PLACEMENTS IN THE STATE OF ARIZONA BY INDUSTRY
1960-1968

Industry	1960	1961	1962	1963	1964	1965	1966	1967	1968
TOTAL	22,271	31,435	32,626	30,955		28,741	25,264	21,001	23,323
Mining	205	163	124	79		93	61	57	60
Contract Construction	789	811	1,042	822	N	435	530	612	928
Manufacturing	713	605	786	685	O	844	621	988	1,220
Transp., Comm. & Pub. Util.	89	87	138	106		133	164	150	162
Trade	1,260	1,385	1,676	1,691	R	1,906	2,282	2,310	2,842
Services	1,076	2,126	2,036	2,276	E	3,865	1,692	1,784	1,796
Private Household	3,929	4,700	4,888	4,482	P	4,411	4,803	4,795	5,084
Government	3,672	5,307	2,484	4,501	O	1,512	2,428	2,035	1,319
Other	97	118	202	192	R	232	236	196	279
Total Nonag.	11,830	15,302	13,376	14,834	T	13,431	12,817	12,927	13,690
Agriculture*	10,441	16,133	19,250	16,121		15,310	12,447	8,074	9,633

*In State only

TABLE VII

SELECTED STATISTICS ON ASES SERVICES TO ARIZONA INDIANS
1960-1968

ASES Services To Indians	1960	1961	1962	1963	1964	1965	1966	1967	1968
New Applications	4,680	4,544	4,842	5,461	NO REPORT	5,596	5,123	5,721	8,638
Counseling	1,196	697	847	501		396	447	647	395
Tests	697	1,092	906	916		1,261	1,463	2,338	1,968

Arizona State Employment Service

Administrative Office

1717 West Jefferson Street

Phoenix, Arizona 85007

Consult Your Telephone Directory

for the

Arizona State Employment Service

Office Nearest You